

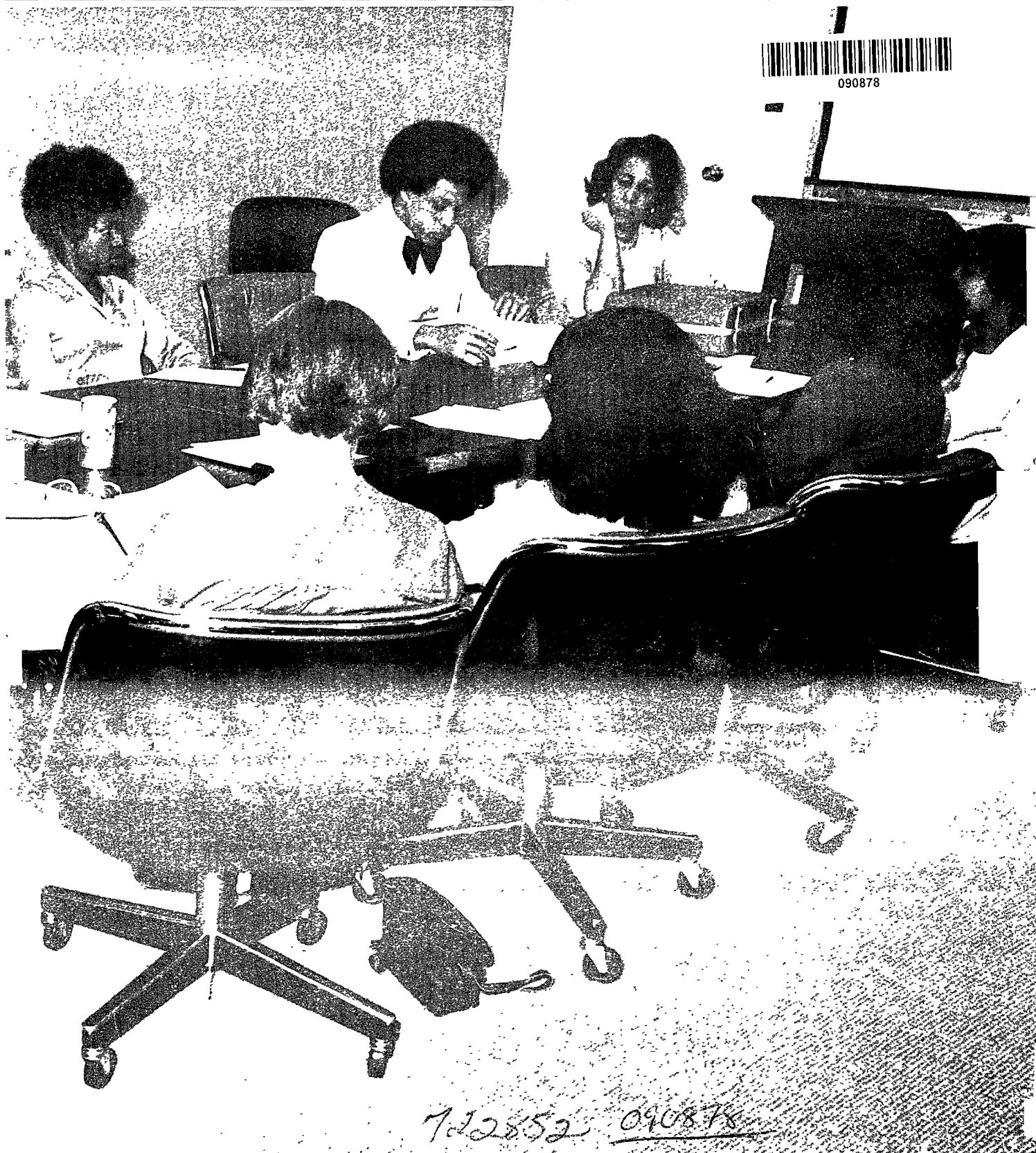
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EEOAC

EEO ADVISORY COUNCIL

1979 ANNUAL REPORT

JULY 1980- US GENERAL ACCOUNTING OFFICE, WASHINGTON, D. C.



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From the Chairperson

WHAT IS THE EEO ADVISORY COUNCIL?

The General Accounting Office's Equal Employment Opportunity Advisory Council (EEOAC) has a total of 22 representatives provided by the following segments of GAO:

- 14 divisions and offices, and 1 group
- The GAO Black Caucus,
- The GAO Employees Association,
- The American Federation of Government Employees, GAO Lodge No. 8,
- The National Federation of Federal Employees, GAO Lodge No. 1822,
- 2 permanent advisors who provide input concerning handicapped employees and personnel policy, and
- The Chairperson who represents the entire council.

On September 23, 1971, the Comptroller General established the Council to bridge the communication gap between management and employees. The purpose of the Council has been to:

1. Provide a medium for employees to participate with management in EEO matters;
2. Improve communication by providing a channel for employee attitudes, aspirations, and problems in EEO matters to surface and be made known to management;
3. Comment on proposed changes to Office-wide policies and practices which affect the treatment of GAO employees;

4. Make recommendations to the Comptroller General and top level management on office policies, practices, and procedures as they affect equal employment opportunity; and

5. Help develop EEO action plans by providing substantive and precise recommendations for plan content, with an opportunity for comment on final proposals before submitting them to the Comptroller General.

The Council considers all matters affecting GAO employees, especially those matters that stifle the opportunity for all employees to compete equally throughout the organization.

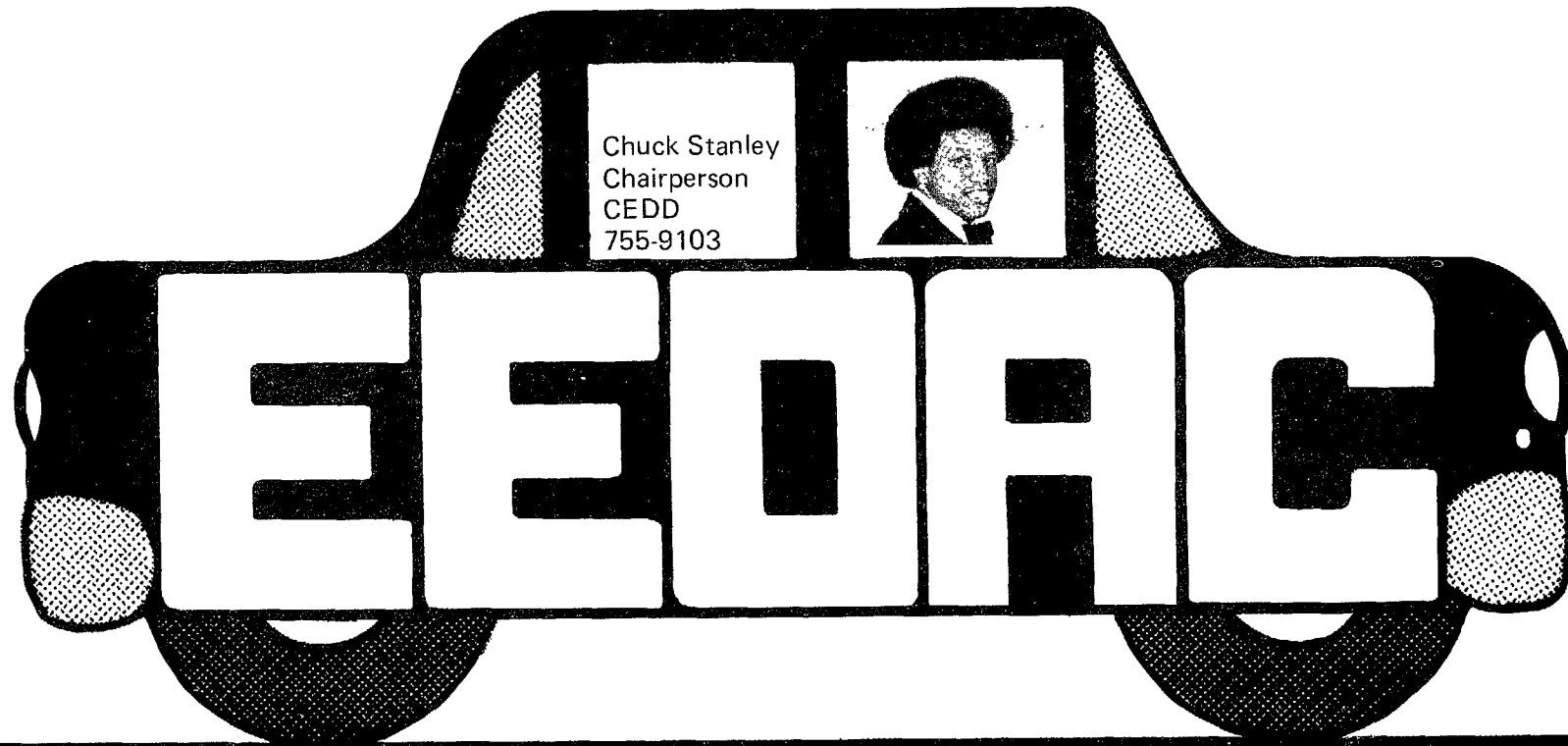
The Council is continually involved in many issues throughout GAO. Memos concerning policies and procedures affecting GAO employees are frequently forwarded to the Council to keep us abreast of the direction of the organization and to solicit our input and comments. We have direct access to such organization officials as the Deputy Comptroller General, the Assistant to the Comptroller for Administration, the Directors of the Office of Personnel, the Office of Equal Employment Opportunity and others. Annually the Council meets with the Comptroller General to present the issues perceived as most significant by the Council members of that election year.

Issues the Council Addressed

The Council (March 1979-May 1980) addressed the following issues in the 1979 annual Comptroller General's meeting:

- The substandard representation of minorities and women in the organization.
- The need for a more structured first year training program with centralized oversight.
- The need to assure that the behaviorally Anchored Rating Scales

YOUR VEHICLE TO THE COMPTROLLER GENERAL



Let Your Concerns Ride With Us.

We Are Here To Serve,
We Need Your Trust.

If you have any ideas on how hiring, career development, training, promotions, and other personnel policies and practices can better contribute to equal opportunity, you should contact your EEO Advisory Council representative. Regional offices may contact any council member for their concerns.



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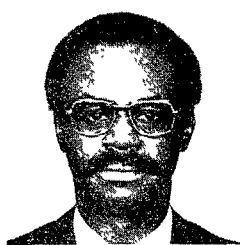
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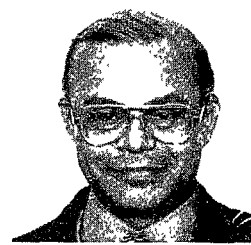
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Vacant Positions
American Federation of Government Employees
Black Caucus

Employees Association
Field Operations Division

(BARS) are used as an effective management tool.

- The paradox of using OPM classification standards to rate support staff for promotions although GAO work is not in tune with these standards.
- The possibility that the development of paraprofessional positions in only a few divisions and offices may lead to an unequal opportunity in competing.

This Council also addressed other issues during this time period. Among them were:

- GAO's 1980 personnel legislation,
- The lawsuit concerning the functional racism course,
- The development of GAO's evaluator-assistant positions, and
- The future of the Upward Mobility Program.

THANKS TO THE EMPLOYEES

The Council recognizes that changing long-established habits and methods of operation which contribute to EEO problems are at best difficult—both for persons subject to discrimination and for those who discriminate either knowingly or unwittingly. The Council feels, however, that GAO has moved toward resolution of many EEO-related problems; it hopes to continue to help GAO move toward the total integration of

EEO in all aspects of personnel relations and management. But for the Council to be truly effective, GAOers must continue to help identify problems and formulate ideas to alleviate those problems.

This year we received input from many of our regional offices. This contact had not been established in the past. We thank and encourage you, not only for your input, but your honesty. We are currently exploring the possibility of regional representation on the EEOAC. We have been in contact with the Director of FOD and are trying to identify the best way of providing representation for all regional offices.

We also received more contact and input than previously experienced from individuals in our headquarters divisions and offices. This type of action is also encouraged and appreciated by the EEOAC. Several of the issues given us from the regions, divisions and offices were brought to the attention of the Comptroller General at our annual meeting. They have been briefly addressed by him but we did not make recommendations or conclusions on these responses. Other concerns submitted to us by you will be addressed by the next Council.

We encourage you to continue to interact with the future Councils as you have with us.

Many thanks,

Charles S. Stanley
Chairperson, EEOAC

The Council's Annual Meeting With the Comptroller General

The Council met with the Comptroller General on October 2, 1979. Also in attendance were the Deputy Comptroller General, the Director of Personnel and his staff, the Director of EEO and his staff, Nancy Anderson (then Chairperson of the Women's Advisory Committee), Julius Brown (the

Director of Publishing Services and a previous Chairperson of EEOAC) and others.

The issues we presented, the Comptroller General's February 6, 1980, written response and our conclusions and recommendations begin below.

GAO's Profile Needs a More Balanced Representation of Minorities and Women

ADVISORY COUNCIL'S STATEMENT

GAO's overall statistical profile has not improved much since last year (See App. I and II). As of June 1979, the profile continues to reflect serious imbalances in the representation of minorities and women.

Of GAO's total workforce, 39.4 percent are minorities and women. However, at the GS-17 and -18 grade levels, 0 percent are minorities and women, and at the GS-14, -15 and -16 levels, less than 10 percent are minorities and women.

The Council finds it particularly disturbing that the Office lost ground this past year at the GS-14 level. From May 1978 to June 1979, the number of white women decreased from 23 to 22 and minority women from 3 to 2.

The Office has made progress at the GS-13 level. From May 1978 to June 1979, the number of GS-13s increased by 72. Of the 72, 32 (44 percent) were minorities and women. Minorities and women now comprise 12.5 percent of all GS-13s, compared to 10 percent last year.

While GAO has made excellent progress in recent years in entry level hiring of minorities and women, we expect the Office to have difficulty improving its profile at the mid-and upper-management levels. When promotions are limited, the status quo is reinforced and minorities and women will not be able to move up. The Council is concerned that "position management" will have negative consequences for improving the profile in the long run as the recent "promotion freeze" had in the short run.

Minorities and women who cannot move up will begin to move out, further hindering the Office's affirmative action progress. This has already begun to occur. Attrition data gathered by OIR and the EEO Office for calendar year 1978 indicate that minorities and women are more likely to leave:

- At the GS-12 grade level, minorities and women comprised 22 percent of all persons, but 31 percent of all those who left the office.
- At the GS-13 level, minorities and women comprised 10 percent of all persons, but 16 percent of those who left.
- At the GS-14 level, minorities and women comprised 6 percent of all persons, but 25 percent of those who left.
- At the GS-15 level, minorities and women comprised 4 percent of all persons, but 33 percent of those who left.

To underline the imbalances in the Office's statistical profile, we have two case studies we would like to present. These are recent examples of people who have left GAO for better opportunities. The names have been changed, but the essential facts are accurately described. These cases point out that the Office can do more to promote its highly qualified minorities

and women and to further the equal opportunity objectives of the competitive selection system.

CASE # 1

Margaret was a minority women, GS-12 auditor. She came to GAO as a GS-12 upper-level hire from a management consulting firm. She had over 2-1/2 years in grade when she left GAO for a promotion to a GS-14 position at an executive branch agency.

Margaret told us that she planned on remaining with GAO longer than she had, but it became clear that her opportunities for advancement would be better elsewhere. She was not ranked among the top 10 percent of GS-12s in her division and was not making competitive selection certificates.

We reviewed Margaret's education, work experience, and performance appraisals. It is clear why another agency offered her a double promotion; it is much less clear why GAO did not offer her a GS-13. She had an M.B.A. from Harvard Business School and excellent management auditing experience at the private consulting firm. During her more than 2-1/2 years in GAO, Margaret planned and managed four congressional request reviews, including one involving four regional offices. On these assignments, she wrote two final letter reports, personally briefed a Congressman, and drafted another report based on summaries from the four regional offices under her direction. On her performance and potential appraisal (Form 503), she was rated excellent or outstanding on all critical job elements.

We talked with various people at her audit site and had difficulty determining why Margaret was not competing effectively for a GS-13 promotion. Everyone told us she was outstanding in every way and had the ability to perform at higher grade levels. One person thought that because Margaret was an upper-level hire, the division wanted her to gain more experience at the GS-12 grade level. Margaret's supervisor felt that Margaret might be promoted when she had more time in grade. Her assistant director pointed out that Margaret had managed the four reviews at another site. He felt she had not been at his audit site long enough for her current supervisor to cite good examples on her performance and potential appraisal.

CASE # 2

Barbara was a minority woman, GS-12 auditor. She began in GAO as a GS-7 entry-level auditor and had 8 years of diverse experience with the Office. She left GAO for a GS-13 position with an executive agency's audit staff when she had approximately 3-1/2 years in grade as a GS-12.

Barbara told us that she wanted to stay with GAO, but it became clear that she would not be promoted. Her performance and potential on the Form 503 were rated as outstanding for each critical job element. However, she was not rated among the top GS-12s in her division and had very little success in making certificates.

We reviewed Barbara's work experience (Form 537) and found that she was well prepared to be a GS-13. On one assignment, she planned and managed a multi-regional review, wrote the draft and final report to the Congress, and extensively briefed congressional staff and news reporters. On two other assignments, she planned, managed, and conducted the reviews. She wrote two letter reports—one to a Congressman and the other to heads of Federal departments—based on these reviews.

With her experience and outstanding ratings, Barbara should have been an ideal candidate for a promotion. But she had to go outside GAO to get one. We talked to various people from her audit site to find out why.

Several people told us that her superiors believed, largely based on initial impressions, that Barbara was not assertive enough. We asked her supervisor about the fairness of these impressions. He told us that Barbara worked hard to improve her skills and certainly overcame any lack of assertiveness she may have had. Further, she could audit and write well and was definitely GS-13 material. The supervisor said that Barbara was unable to convince her superiors that the initial impressions—whether justified or not at the time—were no longer valid.

To Improve Its Profile, GAO Needs a Fair and Equitable Promotion System

Equal employment opportunity can best be achieved when employees know where they stand. In the above case studies, both individuals were rated outstanding, but for various reasons

they were not considered outstanding enough compared to other GS-12s in their divisions. The divisions never spelled out what these individuals had to do to improve. A division or region should be able to explain to its employees that although one may be rated outstanding, others in that unit are more qualified based on specific guidelines. Because such guidelines do not exist in GAO, decisions for ranking people in each unit are too subjective and arbitrary and discrimination is more likely to occur.

Another problem that one of the case studies highlights is that employees are at a disadvantage in competitive selection when they have not been at an audit site for very long. A supervisor can only appraise performance and potential demonstrated by the employee at the current site. Many employees prefer not to change audit sites because rotation penalizes them on their Forms 503. To treat all employees fairly and equitably, the Competitive Selection Unit should permit individuals who have not been at their audit site for very long to use previous performance and potential appraisals.

We recommend that the Office

- require divisions and regional offices to develop guidelines on how they rank their employees, so

that employees can find out what they have to do to improve their ranking and chances for promotion; and

- devise some method which will enable employees who have not been at their current audit sites for very long to incorporate previous performance and potential appraisals in their Forms 503.

Setting Divisional and Regional Office Goals Will Help Improve GAO's Profile

We would like to add one other comment regarding the Office's profile. We think it was an excellent idea to ask the divisions and regional offices to set goals for minority and women representation. The Comptroller General's initial request and Mr. Pin's follow-up efforts have already done much to get divisions and regional offices to plan how they will improve their profiles. Because they are so useful, we recommend that these plans be updated each year. To monitor progress, the EEO Office should request annual status reports from the divisions and regions. If the goals are not met, these reports should explain why.

Comptroller General's Reply

GAO's Profile Needs a More Balanced Representation of Minorities and Women

Comment:

There is a strong commitment to establish goals for women and minorities that will result in their meaningful involvement at every level of the organization. We hope to balance our representation through planned development and competitive advancement of persons now in our workforce as well as outreach recruiting to non-traditional minority and female applicant sources. Staff resources are being dedicated to the analysis and monitoring of how minorities and women are faring in the recruiting and competitive selection processes to ensure that systematic barriers are not being created that will impede their progress. A concerted effort is being directed toward realizing even greater gains than we have made heretofore as we attempt to affirmatively achieve a more balanced, representative workforce for the General Accounting Office.

Also, we fully agree that there are sound reasons for us to continue to strive to have a core of managers and supervisors from diverse cultural and ethnic backgrounds. Such officials are able to articulate and foster a commitment to affirmative action that will serve to enhance the progress we have already made in attaining our minority and female employment goals.

To Improve Its Profile, GAO Needs a Fair and Equitable Promotion System

Comment:

Although the true value of comparative rankings is still being studied, it is difficult to predict how this will impact the competitive promotion process from the standpoint of equity or fairness. The behaviorally anchored rating scales should, however, indicate how one stands in relation to individual performance standards.

There is certainly merit in providing definitive feedback and counseling to employees about the aspects of their performance that could be strengthened, thereby improving the overall

promotion appraisal. The effort now underway to expose our employees to counseling skills and job coaching techniques should certainly allow supervisors to effectively counsel employees about ways to enhancing performance and promotability.

Moreover, we believe that the existing promotion system was designed and has operated in a fair and equitable way.

Setting Divisional and Regional Office Goals Will Help Improve GAO's Profile

Comment:

We are optimistic about the affirmative action possibilities that can arise from increased movement within the organization. Furthermore, we anticipate that the minority and female profile of the workforce will immediately reflect greater balance as we achieve the goals we are now setting.

ADVISORY COUNCIL'S CONCLUSION

The Council is puzzled by the Comptroller General's lack of response to our first and third recommendations in this section. In the first, we urged that guidelines be developed for staff rankings, since formal and informal rankings *do* occur. The Comptroller General replied that "the true value of comparative rankings is still being studied, and it is difficult to predict how this will impact the competitive selection process . . ." The Council believes that GAO will not make EEO problems disappear by ignoring them.

Although the Comptroller General did not respond to the second recommendation, the problem we identified may no longer exist. Now that employees can use their Forms 503 for up to a year, employees should not be penalized for rotating.

Regarding our third recommendation that division and regional office affirmative action plans be updated each year and monitored by the EEO Office, the Comptroller General failed to comment. The EEO Office has told us, however, that it intends to monitor divisions' and regional offices' progress in achieving their plans.



First-Year Training Programs Need Strengthening

ADVISORY COUNCIL'S STATEMENT

Because of concerns expressed over discriminatory practices during the first year of GAO employment, and considering the number of new employees the agency will hire during the next fiscal year, we undertook a study of first-year training programs at GAO. The initial concerns expressed to us were:

1. Policies and procedures to develop and evaluate first-year staff are not:

- formal (written),
- consistent among all GAO organizations, and
- reviewed and evaluated regularly by a central group (for example, Personnel).

2. First-year training programs are not monitored by a central group with the authority to compel all GAO organizations to comply with basic principles.

3. First-year training programs for support staff are weak. There is little understanding as to why the turnover rate is so high and what can or should be done to retain new employees.

4. The gathering, analysis, and reporting of data on first-year separations are fragmented. It is very difficult to locate statistics concerning recruiting, hiring, separations, and the composition of employees on the rolls. In many cases, historical data (over 2 years old) are nonexistent.

In conducting the study of first-year training programs, we discussed individual programs with several divisions, Personnel, and WRO. We also gathered data on separations and recruit-

ments from a variety of sources, including a data base developed for OIR by FGMSD.

Based on our analysis of first-year separation data and discussions with individuals in Personnel and several operating divisions, we found:

- Some evidence of discrimination in the separation of first-year professional staff. Two of six white females interviewed indicated they were discriminated against on the basis of sex, and five percent of white male responses claimed various forms of discrimination. (See App. VII)
- Most first-year professional staff separations are white males. However, the percentages of first-year separations (based on recruitments, average staff on rolls, and total separations) are roughly comparable for minorities, non-minorities, males and females. (See App. V)
- Many of the staff leaving during their first year were top performers as indicated by their supervisory ratings. Over half were in their first two rating categories and almost a quarter were in the top category. Most were entry-level auditors under 30 years old. Attrition was about equal between headquarters and the field. (See App. VI)
- First-year separations of support staff are exceptionally high, particularly for white females (39 percent based on recruitments over a comparable period). (See App. VIII)
- The number of new employees hired each year exceeds several hundred, but first-year training pro-

grams are simple or nonexistent in several divisions and offices, and there is no central oversight to ensure consistent policies and practices.

Conclusions and Recommendations

Based on our findings, we believe there is need for more concern about first-year staff, especially support staff. We believe the following actions are called for:

1. Designate a central organization to monitor first-year development and evaluation programs within all GAO organizations. Emphasis should be placed on:

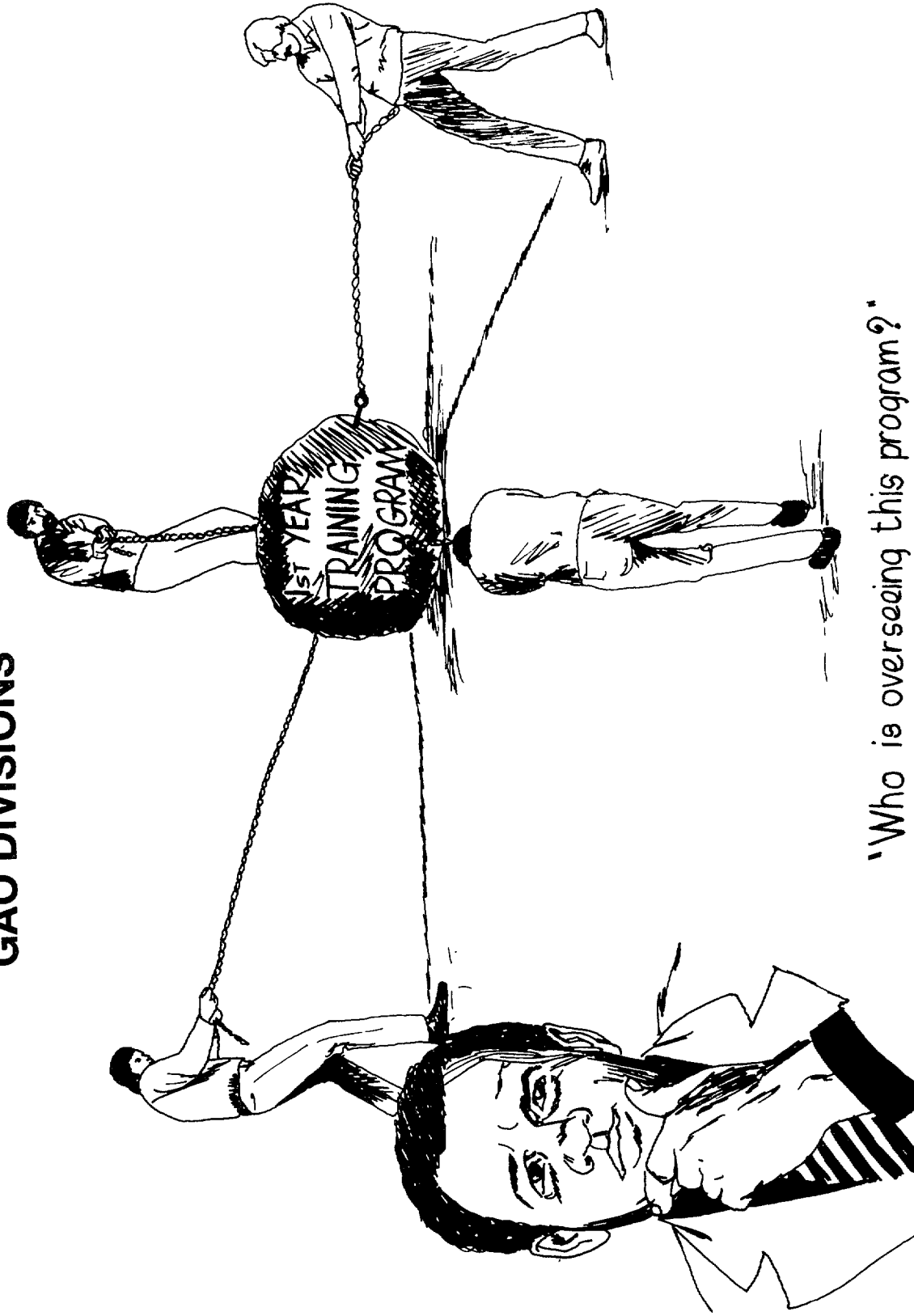
- consistency of opportunity and evaluation standards among all organizational units,

- independent review of all problems or "special" cases, and
- the use of standard forms and criteria for all first-year evaluations.

2. Undertake a study of why first-year support staff separations are so high and what can be done to retain more new employees. In developing a uniform program for first-year support staff, give special attention to career development, rotation policies, and performance evaluations.

3. Assign a central unit the responsibility for gathering statistical data concerning recruiting, hiring, separations, and employees on the rolls. As a minimum, the data should be classified by male/female and minority status.

GAO DIVISIONS



"Who is overseeing this program?"

COMPTROLLER GENERAL'S REPLY

First-Year Training Programs Need Strengthening

Comment:

As in any management decision, there are advantages and disadvantages that must be carefully weighed. In reaching the current position, it was recognized that the divisions and offices must have ownership of their staff resources and exercise responsible management and supervision of these resources. It was also recognized that Personnel has an obligation for the assimilation of new staff and for assisting supervisors and managers in carrying out personnel management responsibilities.

There exist adequate safeguards to protect employees' interests and current personnel policies and procedures appear to deal with many of the concerns expressed by the Council. For example, for purposes of tracking probationary employees there is a single source for statistical data for personnel information within the Automated Personnel Accounting System. Also, the Training Branch has revised and developed a program of orientation and training for all first-year employees. Of course, a strengthened personnel management evaluation program has potential for addressing many of the concerns expressed.

The experience we had under the centralized approach convinced us, after much examination, that the sense of accountability for the development of the first-year staff simply was not very strong. These staffers were considered, for the most part, Personnel's responsibility rather than the divisions'. The essential functions which we concluded must be performed by line management and for which it must be held accountable included assigning, rating, counseling, training, and most important of all, making the final decision on whether an individual should be retained or separated. That Personnel had to perform most of these responsibilities, including the key retention/separation decision,

did not speak well for how we were integrating new staffers into the GAO. Personnel's responsibility is to support line management in the discharge of its functions, not to serve in lieu of line managers, particularly in such an important function as the selection and development of staff.

Regarding our attrition study, apparently there is a presumption that the turnover in first-year staff has negative connotations; however, I believe our rate is not out of line with similar organizations. Many persons leave their jobs in the first year because career goals are not being met and due to a poor choice in the individual's selection of an employer or vice-versa. The first year of employment is not only a trial period for the employer but also for the employee.

ADVISORY COUNCIL'S CONCLUSION

We do not disagree with the concept of individual division and office "ownership" of staff resources. However, we believe a mechanism is necessary to ensure the consistent application of training, experience opportunity, progress measurement and performance counseling standards—in short, equal opportunity for all first-year staff, without regard for which division or office they may be assigned. We believe such a mechanism could be achieved through central oversight or monitoring, but other approaches may be just as effective.

Based on the data available to us at the time of our study, it appeared that first-year support staff separations were unreasonably high and that a study was warranted. We still feel that, at a minimum, accurate data should be gathered and compared with the experience of "similar organizations."

We had difficulty in obtaining complete and sufficiently detailed data on the entry and exit of first-year employees. The Automated Personnel Accounting System was not fully operational at the time of our study. Nevertheless, we understand that it does not contain a complete history of statistical data on all GAO employees.

BARS Can be an Effective Management Tool

ADVISORY COUNCIL'S STATEMENT

Employee performance evaluation, perhaps more than any other management tool, significantly affects an employee's entire career. Despite its importance, however, it generally is not used effectively. Appraisal systems often are victimized by vague performance standards, subjectivity, and inconsistent application. To be effective, a performance appraisal system must provide specific guidance about how to evaluate performance, foster an objective application of standards, and establish a continual dialogue between supervisor and employee.

We applaud the concern and effort that have been devoted to the development of a new performance appraisal system compatible with our new ways of doing business—teams. The Behaviorally Anchored Ratings Scales (BARS) appears to be an equitable system and should create a uniformity in performance evaluation which has not existed for some time.

The intent to operate a system that is both uniform and equitable is commendable, but care must be taken to assure that this system will be carried out as intended. BARS is very detailed and provides the specific evaluation guidance needed to foster objectivity. However, it is also elaborate and time-consuming, and we wonder whether supervisors will use it as required.

Since BARS is not yet operational, we cannot support our concerns with hard evidence. Rather, our concern is based on observations of how supervisors use GAO's Form 503, the only evaluation form uniformly used for professional staff. A common practice is to have the employee being evaluated fill out his/her own 503, which the supervisor then reviews and signs. The reason given for this practice is that the supervisor "does not have enough time" to prepare the form. GAO's Form 503 is considerably shorter and less demanding than the evaluation form BARS will require. If supervisors "do not have the time" to fill out a 503, how can GAO assure that they will make the time for BARS? An effective approach would be for top manage-

ment to emphasize the policy that supervisors *will* take the time to fully and properly comply with BARS and thus be held accountable for this.

We believe BARS can be improved in two areas. First, in rating how well a supervisor manages and develops his/her employees, BARS takes a top-down view—for example, the team director rates the team leader. This rating would be more accurate if employees also evaluate the quality of the supervision they receive.

Second, BARS does not require an ongoing dialogue between supervisor and employee. Although it encourages the supervisor to make notes (called anecdotal records) as the job progresses, BARS requires a written performance evaluation only when an assignment has been completed. Under these circumstances, an employee has no chance to improve in the eyes of his/her supervisor. Furthermore, there is the danger that a supervisor's perception of an employee's performance could be distorted by the assignment's outcome. In the interest of equity and of making performance evaluation a vehicle for employee development, BARS should provide for documented quarterly counseling and evaluation sessions.

In summary, the Council supports BARS, believing it to be equitable and objective. However, our concerns about the likelihood of its being used as planned, the accuracy of rating supervisory performance, and the need for evaluation on a more frequent basis prompt us to make the following recommendations:

- When BARS becomes operational, the Comptroller General should send a memorandum to the staff emphasizing Office policy that supervisors will fully and properly comply with BARS.
- The Office should develop a means for employees to evaluate the quality of the supervision they

receive. This evaluation should become part of the supervisor's own BARS rating.

- BARS should require documented quarterly counseling and evaluation sessions.



COMPTROLLER GENERAL'S REPLY

BARS Can Be an Effective Management Tool

Comment:

Your concern about the need for a clear commitment from top level management is legitimate and you can be assured that the need for sincere management commitment is being stressed with division and office directors. We also intend to monitor this aspect quite closely during the first year of operation. The supervisors will be rated on how well they perform the supervisory duties of assigning work, coaching, appraising and counseling. The person rating a supervisor has the responsibility of seeking the information needed to make that assessment.

We have decided against requiring any set number or frequency of counseling sessions, other than requiring an appraisal session at the end of every job (but at least annually). We believe that it is the supervisor's responsibility to continuously provide feedback to subordinates, and to require this activity on a quarterly basis may imply that it is not a continuous duty.

It is clearly our intention to monitor the process very closely during its initial implementation and, if problems such as those highlighted do occur, appropriate remedial action will be taken.

ADVISORY COUNCIL'S CONCLUSION

The Council supports BARS as an equitable and objective appraisal system. However, we had some concerns about it and made recommendations to improve it. We appreciate management's efforts devoted to the development of the new performance appraisal system and the Comptroller General's assurance that "the need for sincere management commitment is being stressed with division and office directors." However, the Council's first recommendation was to have the Comptroller General send a memorandum to the staff emphasizing Office policy that supervisors will fully and properly comply with BARS. We believe that having the Office's policy in writing and providing copies to

the staff, as suggested by the Council, will bring greater assurance to the staff that it will be complied with.

Secondly, the Council recommended that supervisors be evaluated by their subordinates on the quality of supervision they provided. We also suggested that this evaluation become a part of the supervisor's own BARS rating. The Comptroller General stated that supervisors will be rated by their supervisors on how well they perform specific supervisory duties which include coaching, appraising and counseling. Further, the Comptroller General stated that the person rating a supervisor is responsible for seeking information needed to make this assessment. This individual would not have to "seek" the information if a bottom-up type of evaluation system, as suggested by the Council, were included in the BARS. In addition, it is the Council's experience that the subordinate's input is seldom, if ever, solicited when their supervisors are being evaluated.

The Council's last recommendation was to require *documented* quarterly counseling and evaluation sessions to be included in the BARS. The BARS presently requires an appraisal session at the end of every job (but at least annually). The Comptroller General stated that requiring an appraisal session on a quarterly basis may imply that it is not a continuous duty. The Council is concerned that unless the activities inherent with a supervisor and subordinate are mandatory and documented, it will be practically impossible to monitor a supervisor's action without a feedback mechanism. To require a counseling session at the end of each job or at least annually implies that this is not an important supervisory task. Most supervisors recognize counseling as a continuous responsibility but hesitate to perform the task, particularly in instances of unfavorable feedback. If the task is mandatory at the end of the job or after a 1 year period, it would appear logical to make the task mandatory on a more frequent basis, giving the subordinate an opportunity to remedy any shortcomings, while at the same time document that the supervisor is or is not in fact functioning as a supervisor.

OPM Classification Standards Do Not Adequately Mesh With GAO Support Staff Duties

Advisory Council's Statement

On July 1, 1979, GAO began implementing the new classification standards for secretarial/clerical positions as directed by OPM. The EEO Advisory Council has raised questions concerning these standards and how they apply to the support staff in GAO.

The Council feels additional standards are warranted to give more credit for work typically done by support staff in GAO. The present Factor Evaluation System does not give enough weight to the technical factors. Along with many other skills, typing and processing audit reports demands greater knowledge than that used to prepare agency correspondence. With the present desk audits, jobs can be upgraded but more probably will be downgraded.

Because GAO is a report-oriented organization, typing consumes the majority of secretarial staff time. More weight must be placed on this demanding skill.

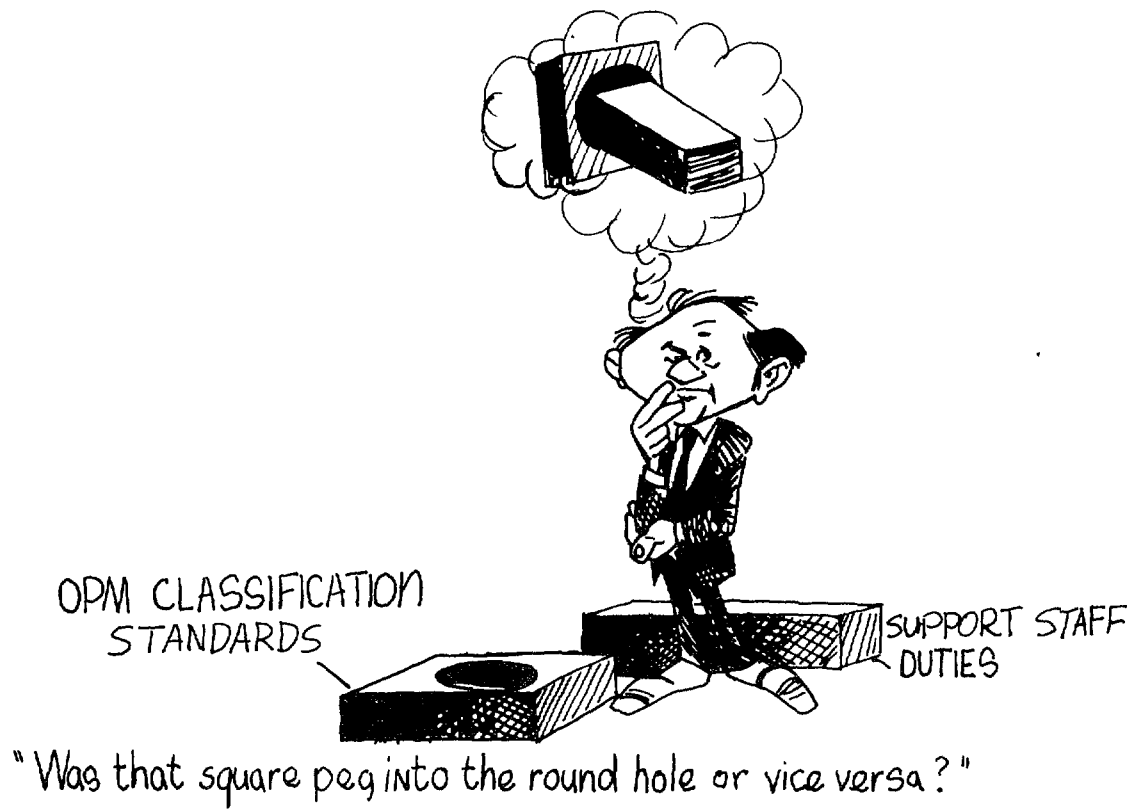
However, there are many other skills necessary to be an effective secretary in GAO. Some of the skills not mentioned in the standards include:

- Understanding the policies and procedures of the organization.
- Using tape-operated machines (Lexitron), electric typewriters, data terminals; and other technical equipment.
- Typing and correcting rough drafts.
- Editing rough draft reports.

- Coordinating work for several supervisors.
- Handling classified material and typing classified reports.
- Keeping an inventory of the contents in safes.
- Checking time and attendance records and keying them into data terminals.

Other concerns we have are:

- What is the office policy on applying and interpreting OPM standards?
- Will new desk audits have to be performed if we are under expected service?
- Why do classification standards and announcements require skills which are not being used (such as stenography and computer processing skills)?
- How will the new OPM standards affect GAO?
- How will implementing OPM standards affect the support staff in GAO?
- Are new employees told the type of work they will be doing when they apply to GAO?



COMPTROLLER GENERAL'S RESPONSE

OPM Classification Standards Do Not Adequately Mesh With GAO Support Staff Duties

Comment:

We realize that report typing is an important aspect of the workload of the support staff; however, in comparison with the other duties and responsibilities of the secretarial staff, typing is certainly not the most substantive.

The components of any position which support higher level grade designations are those which demonstrate complexity of knowledges required and the use of judgment for performance of the work. Processing audit reports would be considered in light of these factors as would many of the other aspects of secretarial work such as determining and carrying out the priorities of the supervisor, providing follow up on commitments, coordinating and preparing various reports and answering routine inquiries.

For these reasons, in lieu of weighing typing more heavily for grade level determining purposes, we have tried to encourage managers to expand the administrative responsibilities of the secretarial staff and to seek other alternatives to alleviate the typing overload of the secretarial workforce. At the same time, we appreciate that typing is an integral part of the support staff's responsibility. We have and will continue to be responsive to this factor.

Though not all the duties listed are specifically addressed in the Factor Evaluation System Classification Standards, those skills and knowledges are considered under Factor I,

Knowledges Required and Factor IV, Complexity. Knowledges Required measures the kind or nature of knowledges and skills needed and how these knowledges and skills are used in doing this work. The priorities, procedures and commitments of the organization are specifically included under this factor, and here items such as knowledges required to handle classified materials or editing rough drafts are considered. Other items would be considered under Factor IV, Complexity, which measures the nature of the assignment, the difficulty in identifying what needs to be done, and the difficulty and originality involved in performing the work.

It has not been proven that there will be more downgradings than upgradings, and we have reviewed a wide range of secretarial vacancies from the GS-5 through GS-9 levels. Thus far, the current grade has been supported for the majority of positions reviewed.

ADVISORY COUNCIL'S CONCLUSIONS

The Council appreciates GAO's efforts to encourage managers to expand the administrative duties of the secretarial staff. However, the Council still feels the OPM standards used to classify secretaries in GAO do not adequately mesh with support staff duties. In order to meet GAO's needs, the greatest proportion of a secretary's time is spent typing.

Since GAO is now under excepted service, an opportunity is available to review support staff duties and revise standards. The Council continues to believe that revisions should be made that would clearly recognize actual support staff duties as dictated by organizational needs.

GAO's Support Staff May Have Unequal Opportunities in Competing for Paraprofessional Positions

ADVISORY COUNCIL'S STATEMENT

Last year, the Council applauded the Office's intent to create paraprofessional positions. We concluded that such positions could increase GAO's productivity and, by opening much desired opportunities, boost the morale of support staff.

We are generally pleased with the progress made since last year's meeting with the Comptroller General. We believe that evaluator assistant position descriptions developed by Personnel contain a realistic mix of duties and are at grade levels which will be attractive to support staff. The Council looks forward to the initial advertising of these paraprofessional positions. This has not been a case where good intentions are never put into action, and the Council would like to commend management, particularly Mr. Brandon and Ms. Moore, for following through.

We understand that the Office intends to ask all divisions and regional offices to offer evaluator assistant positions. Since some divisions and regional offices have expressed little interest in having such positions, only those units supporting the concept would probably advertise vacancies. We were told this approach makes sense, because the units supporting the concept would work to make the positions successful.

Although the planned approach may be pragmatic, it can have very bad consequences for equal employment opportunity. The Office's experience with competitive selection clearly points out that divisions and regional offices may open vacancies agency-wide, but usually select persons from their own unit. We believe the same will occur for evaluator assistant vacancies. As a result, support staff in units not offering positions will be disadvantaged—

lacking an equal opportunity—in competing to become a paraprofessional.

This problem can be avoided through either of the following courses of action:

- The Comptroller General could require each division and FOD to allocate at least one staff year in fiscal year 1980 for an evaluator assistant position; or
- The Office of Personnel could advertise an agency-wide pool of positions, rather than divisions and regional offices advertising vacancies on their own. Once Personnel makes the selections, it would distribute those selected among the divisions and regional offices.

The advantage of the first alternative is directness. We understand that the Comptroller General does not currently require divisions and regional offices to use a specific number of staff years for auditor, secretarial, and other positions, but we would think that in the interest of furthering equal opportunity, it is important enough to make an exception.

One advantage of the second alternative is that the number of positions can be increased or decreased depending on budgetary considerations. Another advantage is that Personnel could distribute its selections to those divisions and regions supporting the concept.

Either of the above alternatives is acceptable from an EEO standpoint. We urge the Comptroller General to adopt an approach that gives all support staff an equal opportunity to compete for paraprofessional positions.



"What is your reaction to establishing para-professional position?"

COMPTROLLER GENERAL'S REPLY

GAO's Support Staff May Have Unequal Opportunities in Competing for Paraprofessional Positions

Comment:

The problems raised have been previously considered, and we do not want any appropriate segment of the workforce to be hampered in competing for paraprofessional positions. We plan to devise a system that will guard or at least minimize against the likelihood of disadvantage in the competition simply by virtue of being employed in a unit that has not opted to participate in this staff concept.

We drafted and circulated for comment a proposed paraprofessional position. After analyzing the comments, we concluded that revisions were necessary to meet the points made by the divisions. We are now examining a revised proposal which seems to offer greater opportunity for career development and growth. The revised proposal has not yet been submitted to division directors for review and comment, therefore, we will be unable to provide precise information about the components of the evaluator assistant concept until their input has been received and reviewed. However, you can be assured that you will be given an opportunity to

comment on the revised evaluator assistant position before any action is taken to finalize it.

ADVISORY COUNCIL'S CONCLUSION

In our October 4, 1979, meeting, the Comptroller General decided to require each division and FOD to allocate at least one staff year this fiscal year for an evaluator assistant position. Now it appears this decision has been withdrawn. The Office is again revising its proposal and plans "to devise a system that will guard or at least minimize against the likelihood of disadvantage in the competition simply by virtue of being employed in a unit that has not opted to participate in this staff concept."

This response greatly disappoints the Council. First of all, it indicates that the actual advertising of evaluator assistant positions is many months away. We were led to believe last September that these positions would soon be advertised. Second, the Comptroller General's response clearly signals that some divisions will not be advertising positions. If this is so, the Office should adopt the second alternative we suggested above.

Generally, the Council believes that the paraprofessional concept is suffering "paralysis by analysis." Through the EEO Office, the Council is urging Personnel to act quickly to implement the evaluator assistant positions.

Concerns From the Employees

COUNCIL'S PRESENTATION

On August 1, 1979, we sent a memo to all employees soliciting their concerns. Following are a few of their questions:

a. What is the status of Claims Division concerning their future with GAO? And why does their career ladder end at GS-11?

b. Why doesn't GAO identify and select employees for their Upward Mobility Program who already possess college degrees or will soon receive one? Some Black employees feel that they are being discriminated against because GAO does not recognize their degrees. I am sure, however, that this is not limited to Black employees.

c. How do BARS, counseling, and performance appraisals fit together?

d. Why aren't older candidates recruited at the entry level? Why aren't the talents of experienced older staff used by top management?

e. Why must the term "professional" be used to describe auditors, analysts, and specialists? Support staff object to any reference which implies that they are less than professional.

f. Why are 80 percent of the upper level hires white males? And why doesn't GAO make a stronger effort to bridge the gap, caused by cultural differences, between minorities and whites? This is causing a great problem in minority promotions.

The Council will do further research on these subjects and submit our findings to the Comptroller General at a later date.

COMPTROLLER GENERAL'S REPLY TO EMPLOYEES' CONCERNS

Following are responses to questions raised in the closing remarks of the Council.

Status of Claims Division concerning "their future with GAO."

Response:

The functions and employees of GAO's Claims Division are being merged with the Financial and General Management Studies Division (FGMSD). The merger will take place in a few months, as soon as details are worked out.

The Claims Division's role has changed over the last few years to the extent that future efforts would be more heavily oriented to oversight of agencies' claims settlement. The new direction

of the Claims Division is compatible with and complements the Government-wide review responsibilities of FGMSD. Both divisions have played a significant role in strengthening the Government's effectiveness in dealing with the growth problem of collecting debts owed the Federal Government.

The realignment reflects the increasing emphasis GAO is placing on improving claims settlement operations in Executive Branch agencies with oversight by GAO, and our work involving claims operations is under consideration as a new issue area.

Why does their career ladder end at GS-11?

Response:

Presently, the GS-11 career ladder for the position of adjudicator represents the full per-

formance level of work which generally can be assigned to employees in the operational units. This level was determined to be appropriate after review and consideration of major responsibilities assigned to the division and an evaluation of these responsibilities against appropriate Office of Personnel Management (OPM) position classification standards. However, in view of the organization merger with FGMSD, Personnel will periodically review these positions to determine if the existing classifications are accurate.

Why doesn't GAO identify and select employees for their Upward Mobility Program (UMP) who already possess college degrees or will soon receive one? Some Black employees feel that they are being discriminated against because GAO does not recognize their degrees. I am sure, however, that this is not limited to black employees.

Response:

The UMP accepts applicants with degrees as well as those who will soon receive one. Since the primary emphasis in the selection process is placed on the potential of the applicant, the possession of a degree is not the sole criteria for selection. This makes it possible for both the degree holding and non-degree holding applicant to compete for these positions. A degree holding employee may also compete for direct entry into career ladder positions through job opportunity announcements for professional, technical and administrative positions for which a degree is qualifying.

Why aren't older candidates recruited at the entry level? Why aren't the talents of experienced older staff used by top management?

Response:

GAO's recruitment program provides for equal opportunity for all applicants to apply and

compete for vacancies without discrimination on the basis of non-merit factors such as age. No applicant is denied the opportunity to be considered for a vacancy. Personnel refers all qualified applicants in order of their numerical ranking on OPM registers or for those seeking a transfer or reinstatement (status eligibles) without competition directly to the selecting official for appointment consideration. A selecting official may not discriminate against an applicant on the basis of an applicant's age except when there is a minimum age requirement.

Why are 80 percent of the upper level hires white males? And, why doesn't GAO make a stronger effort to bridge the gap, caused by cultural differences, between minorities and whites? This is causing a great problem in minority promotions.

Response:

The attached table (see App. IX) depicts the results of our fiscal year 1979 upper level hires. As you will note, the percentage of white males was considerably less than 80 percent of the hires.

Annual affirmative action goals are being devised to address a balanced representation for senior positions which serve to improve this profile. Through training, management intervention and more active participation of minorities we feel certain that we will create a heightened level of awareness about cultural and individual differences. We will welcome the opportunity to review your findings when the further research mentioned is completed by the Council.

Your conscientious efforts to provide incisive assessments of matters that are particularly vital to the interests of minority and female employees are beneficial. As continues to be our practice, we will certainly reflect upon and incorporate many of your suggestions as we develop and modify applicable programs and practices.

**Analysis of General Schedule Employees by Grade, Sex,
and Racial Category as of June 1979**

GS Grade	Minority Women	Minority Men	Non- minority Women	Non- minority Men	Total Women	Total Men	Total
1-4	184	34	201	45	385	79	464
% of total	39.7	7.3	43.3	9.7	83.0	17.0	
5	128	10	149	33	277	43	320
% of total	40.0	3.1	46.6	10.3	86.6	13.4	
6	122	4	114	5	236	9	245
% of total	49.8	1.6	46.5	2.0	96.3	3.7	
7	70	23	166	104	236	127	363
% of total	19.3	6.3	45.7	28.7	65.0	35.0	
8	9	1	20	2	29	3	32
% of total	28.1	3.1	62.5	6.3	90.6	9.4	
9	34	31	83	102	117	133	250
% of total	13.6	12.4	33.2	40.8	46.8	53.2	
10	1	0	4	2	5	2	7
% of total	14.3	0	57.1	28.6	71.4	28.6	
11	41	44	101	224	142	268	410
% of total	10.0	10.7	24.6	54.6	34.6	65.4	
12	57	123	163	879	220	1,002	1,222
% of total	4.7	10.1	13.3	71.9	18.0	82.0	
13	13	38	70	844	83	882	965
% of total	1.3	3.9	7.3	87.5	8.6	91.4	
14	2	22	22	606	24	628	652
% of total	0.3	3.5	3.5	92.9	3.7	96.3	
15	1	7	8	312	9	319	328
% of total	0.3	2.1	2.4	35.1	2.7	97.3	
16	0	3	1	39	1	42	43
% of total	0	7.0	2.3	90.7	2.3	97.7	
17-18	0	0	0	45	0	45	45
% of total	0	0	0	100	0	100	
TOTAL	662	340	1,102	3,242	1,764	3,582	5,346
	12.4	6.4	20.6	60.6	33.0	67.0	

GENERAL ACCOUNTING OFFICE

Analysis of General Schedule Employees by Grade, Sex, and
Racial Category as of May 20, 1978

GS Grade	Minority Women	Minority Men	White Women	White Men	Total Women	Total Men	Grand Total
1-4	222	50	205	51	427	101	528
% of total	42	9.4	38	9.6	80.8	19.1	
5	137	13	158	28	295	41	336
% of total	40.7	3.8	47	8.3	87.7	12.2	
6	110	5	130	4	240	9	249
% of total	44.1	2	52.2	1.6	96.3	3.6	
7	62	18	112	66	174	84	258
% of total	24	6.9	43.4	25.5	67.4	32.5	
8	1	8	26	1	27	9	36
% of total	2.7	22.2	72.2	2.7	75	25	
9	33	46	91	162	124	208	332
% of total	9.9	13.8	27.4	48.7	37.3	62.6	
10	1	0	2	2	3	2	5
% of total	20	0	40	40	60	40	
11	34	58	116	315	150	373	523
% of total	6.5	11	22.1	60.2	28.6	71.3	
12	45	107	128	868	173	975	1,148
% of total	3.9	9.3	11.1	75.6	15	84.9	
13	8	31	50	804	58	835	893
% of total	.8	3.4	5.5	90	6.4	93.5	
14	3	20	23	598	26	618	644
% of total	.4	3.1	3.5	92.8	4	95.9	
15	0	5	6	308	6	313	319
% of total	0	1.5	1.8	96.5	1.8	98.1	
16-18	0	3	1	84	1	87	88
% of total	0	3.4	1.1	95.4	1.1	98.8	
TOTAL	656	364	1,048	3,291	1,704	3,655	5,359

GENERAL ACCOUNTING OFFICE

Analysis of EEO Profile by Grade Bands as of
June 1979

	GS-1 to GS-6	GS-7 to GS-12	GS-13 to GS-15	GS-16 to GS-18	TOTAL
Minority Women					
Number	434	212	16	0	662
Percent of Band	65.56	32.02	2.42	0	12.4
Minority Men					
Number	48	222	67	3	340
Percent of Band	14.12	65.29	19.70	.01	6.2
Non-minority Women					
Number	464	537	100	1	1,102
Percent of Band	42.10	48.73	9.07	.09	20.6
Non-minority Men					
Number	83	1,313	1,762	84	3,242
Percent of Band	2.56	40.46	54.38	2.59	60.6
Total Women					
Number	898	749	116	1	1,764
Percent of Band	50.91	42.46	6.58	.05	33.0
Total Men					
Number	131	1,535	1,829	87	3,548
Percent of Band	3.66	42.85	51.06	2.43	67.0
Total of Bands	1,029	2,284	1,945	88	5,346
Percent in Total Employees	19.24	42.72	36.38	1.65	

GENERAL ACCOUNTING OFFICE

EEO Profile by Ethnic Groups as of June 1979

	White		Black		Hispanic		American Indian		Asian American		TOTAL
	M	F	M	F	M	F	M	F	M	F	
GS-1	1	10	2	15	0	1	0	0	0	0	29
GS-2	2	26	2	22	0	1	0	0	0	0	53
GS-3	5	65	6	52	1	5	0	1	1	0	136
GS-4	37	100	20	79	2	5	0	1	0	2	246
GS-5	33	149	7	110	3	12	0	0	0	6	320
GS-6	5	114	4	115	0	5	0	0	0	2	245
GS-7	104	166	16	59	2	4	0	0	5	7	363
GS-8	2	20	1	9	0	0	0	0	0	0	32
GS-9	102	83	20	32	5	1	0	0	6	1	250
GS-10	2	4	0	1	0	0	0	0	0	0	7
GS-11	224	101	33	37	7	1	0	0	4	3	410
GS-12	879	163	74	49	35	5	1	0	13	3	1,122
GS-13	844	70	21	8	6	1	1	0	10	4	965
GS-14	606	22	7	1	9	0	1	0	5	1	652
GS-15	312	8	5	1	2	0	0	0	0	0	328
GS-16	39	1	1	0	0	0	0	0	2	0	43
GS-17	36	0	0	0	0	0	0	0	0	0	36
GS-18	9	0	0	0	0	0	0	0	0	0	9
TOTAL	3,242	1,102	219	590	72	41	3	2	46	29	5,346

First-Year Separations of Professional Staff

I. SEPARATIONS

First-year separations during calendar years 1977 and 1978:

Minority		Non-Minority		TOTAL
F	M	F	M	
1	5	10	43	59
1.7%	8.5%	16.9%	72.9%	100%

II. RECRUITMENTS

Recruitments during fiscal years 1976-1978 (7-1-75 through 9-30-78):

Minority		Non-Minority		TOTAL
		F	M	
180%		217	603	1,000
18%		21.7%	60.3%	100%

First-year separations as a percentage of recruitments:

Minority	Non-Minority		OVERALL
	F	M	
3.3%	4.6%	7.1%	5.9%

III. STAFF ON ROLLS

Average staff on GAO rolls during calendar years 1977 and 1978:

Males	3,454	85.5%
Females	584	14.5%
	<hr/> 4,038	
Non-Minorities	3,583	88.7%
Minorities	455	11.3%
	<hr/> 4,038	

First-year separations as a percentage of average staff on rolls:

Males	1.4%
Females	1.9%
Non-Minorities	1.5%
Minorities	1.3%
Overall	1.5% ²

FIRST-YEAR SEPARATIONS OF PROFESSIONAL STAFF — CONTINUED

IV. TOTAL SEPARATIONS

Total professional staff separations during calendar years 1977 and 1978:

Minority		Non-Minority		TOTAL
F	M	F	M	
26	42	100	360	528
4.9%	8%	18.9%	68.2%	100%

First-year separations as a percentage of total professional staff separations during the same period:

Minority		Non-Minority		TOTAL
F	M	F	M	
3.8%	11.9%	10%	11.9%	11.2%

V. STAFF IN GRADE

First-year separations as a percentage of average staff in grade during period:

Grade	Average Staff in grade 1977-78	Average overall attrition	First-year separations				Average first year attrition
			Minority		Non-Minority		
			F	M	F	M	
7	140	20%					
9	271	12.6%	0.2%	1%	1.7%	9.3%	12.2%
11	532	11.2%					
12	1,134	7.6%	0	0.1%	0.1%	0.2%	0.4%
13	900	4.3%					
14	647	2.9%	0	0	0.6%	1.3%	1.9%

Note 2—Annual rate of attrition for 1977-78 period = 6.5%

Profile of First-Year Professional Staff Separations

Location:	Separations ³ (CY 1977-1978)				
	Minority		Non-Minority		Total
	F	M	F	M	
Headquarters	1/1	1/2	5/8	9/19	16/30
Field (excluding WRO)	0/0	1/2	0/1	13/18	14/21
WRO	0/0	0/0	1/1	3/6	4/7
unknown	0/0	1/1	0/0	0/0	1/1
Job series category:					
Generalists (343/510)	1/1	2/3	2/3	17/30	23/37
Specialist (OGC, GSC, etc.)	0/0	0/1	4/7	8/13	12/21
unknown	0/0	1/1	0/0	0/0	1/1
Grade:					
7-9	1/1	2/3	5/7	20/38	28/49
11-12	0/0	0/1	1/2	3/3	4/6
13-14	0/0	0/0	0/1	2/2	1/1
unknown	0/0	1/1	0/0	0/0	1/1
Age:					
under 25	0/0	1/1	3/5	3/8	7/14
26-30	1/1	1/3	1/1	15/23	18/28
31-35	0/0	0/0	1/2	5/7	6/9
36-40	0/0	0/0	0/0	0/0	0/0
41-45	0/0	0/0	0/0	1/1	1/1
46-50	0/0	0/0	1/1	0/3	1/4
over 50	0/0	0/0	0/1	1/1	1/2
unknown	0/0	1/1	0/0	0/0	1/1
Average ratings:					
1-2	0/0	1/1	2/3	10/10	13/14
2-3	1/1	0/0	3/4	5/13	9/18
3-4	0/0	0/1	1/1	4/5	5/7
4-5	0/0	1/2	0/1	4/7	5/10
unknown	0/0	1/1	0/1	2/8	3/10

Note 3—First number represents individuals interviewed (35), second number represents total first-year separations (59).

First-Year Professional Staff Separations: Reasons for Leaving ⁴

I. MINORITY—FEMALES

Number interviewed	Reasons given	Frequency
1 (100%)	—Improved promotion potential	1
	—Inability to rotate from one headquarters unit to another	1

II. MINORITY—MALES

Number interviewed	Reasons given	Frequency
2 (40%)	—Increase in salary	1
	—Improved promotion potential	1
	—Higher organizational status	1

III. NON-MINORITY— FEMALES

Number interviewed	Reasons given	Frequency
6 (60%)	—Promotion, advancement opportunities, higher organizational status	15 (32.0%)
	—Personal reasons—do something different	1 (2.2%)
	—Dislike GAO—organization, nature of work, opportunity to use skills	6 (12.5%)
	—Not given enough responsibility/authority	2 (4.3%)
	—Jobs took too long—too many levels of review	2 (4.3%)
	—Dissatisfied with quality of GAO work	1 (2.2%)
	—Feel discriminated against—sex	2 (4.3%)
	—Little opportunity for voice in organization	1 (2.2%)
	—Management lacks concern for individual	2 (4.3%)
	—Poor supervision and supervisory practices	6 (12.5%)
	—Other management related problems, policies and practices	8 (17.0%)
	—Would not disclose reason for leaving	1 (2.8%)
		<hr/> 47 (100.0%)

Note 4—Interviews were conducted by OIR as part of its recent study of why employees leave GAO.

**FIRST-YEAR PROFESSIONAL STAFF SEPARATIONS:
REASONS FOR LEAVING — *CONTINUED***

**IV. NON-MINORITY—
MALES**

Number interviewed	Reasons given	Frequency
25 (58%)	—Promotion, advancement opportunities, higher organizational status	15 (9.7%)
	—Personal reasons—return to school, do something different	4 (2.3%)
	—Personal reasons—family matters	10 (6.5%)
	—Personal reasons—health	2 (1.4%)
	—Dislike for present job location, cost of living	10 (6.5%)
	—Dislike travel	18 (11.7%)
	—Dislike GAO—organization, nature of work, opportunity to use skills	30 (19.5%)
	—Not given enough responsibility/authority	4 (2.6%)
	—Work does not contribute to social good—disagree with GAO positions	2 (1.4%)
	—Jobs take too long—too many levels of review	5 (3.2%)
	—Dissatisfied with quality of GAO work	4 (2.6%)
	—Feel discriminated against—race, sex, age, nationality, religion	8 (5.2%)
	—Little opportunity for upper level hires/specialists	4 (2.6%)
	—Management lacks concern for individual	2 (1.4%)
	—Poor supervision and supervisory practices	15 (9.7%)
	—Other management related problems, policies and practices	19 (12.3%)
	—Asked to leave GAO	2 (1.4%)
		<hr/> 154 (100.0%) <hr/>

First-Year Separations of Support Staff

I. SEPARATIONS (July 1977 through June 1979)

First-year support staff leaving GAO between July 1977 and June 1979 were as follows:

	Minority		Non-Minority		
	F	M	F	M	TOTAL
Headquarters	17	0	45	3	65
FOD	4	0	22	7	33
	<u>21</u>	<u>0</u>	<u>67</u>	<u>10</u>	<u>98</u>
Grade					
GS-2	3	0	16	4	23
GS-3	10	0	20	2	32
GS-4	6	0	14	0	20
GS-5	2	0	17	0	19
GS-7	0	0	0	1	1
GS-9	0	0	0	1	1
GS-11	0	0	0	2	2
	<u>21</u>	<u>0</u>	<u>67</u>	<u>10</u>	<u>98</u>

II. RECRUITMENTS

Recruitment of support staff during fiscal years 1977 and 1978 (7/1/76 through 9/30/78):

	Minority	Non-Minority	TOTAL
Non-Auditor	20	65	85
Secretarial	107	132	239
	<u>127</u>	<u>197</u>	<u>324</u>

First-year separations as a percent of recruitments:

	Minority	Non-Minority	TOTAL
	16.5%	39.1%	30.3%

III. STAFF ON ROLLS

Average support staff on rolls during fiscal years 1978 and 1979:

—at 9/30/77	1,247
—at 9/30/78	1,398
—at 9/30/79	(⁵)
average	<u>1,350</u>

First-year separations as a percentage of average staff on rolls (using an average annual rate of 49) = **3.6%**

⁵ Statistics not available at that time.

Upper-Level Employment For Fiscal Year 1979

Category	Number Hired	Percentage of Total Persons Hired	1979 Plan Percent Goal	Percentage Difference
Black				
Male	6	8.3	4.5	+ 3.8
Female	4		8.5	- 2.9
Hispanic				
Male	0	— — —	0.5	- 0.5
Female	0	— — —	2.5	- 2.5
Native American				
Male	0	— — —	0.5	- 0.5
Female	0	— — —	0.5	- 0.5
Oriental				
Male	2	2.8	0.5	+ 2.3
Female	1	1.4	2.0	- 0.6
Total Minority	13	18.1	19.5	- 1.4
White Women	22	30.5	39.0	- 8.5
Total Minority and White Women	35	48.6	58.5	- 9.9
White Men	37	51.4	41.5	+ 9.9
Grand Total	<u>72</u>	<u>100.0</u>	<u>100.0</u>	<u>0.0</u>

United States General Accounting Office

Equal Employment Opportunity Advisory Council (EEOAC)

EEOAC CHARTER (Proposed)

I. ESTABLISHED:

The EEOAC was established by the Comptroller General on September 23, 1971, to bridge the communication gap between management and employees.

II. PURPOSES:

Purpose of Charter

The purpose of this Charter is to set forth guidelines from which the EEOAC can operate within the General Accounting Office.

Purpose of Council

The purpose of the Council is to:

- A. Provide a medium through which employees may participate with management in EEO matters.
- B. Improve communications by providing a channel through which employee attitudes, aspirations, and problems in the EEO field may be surfaced and made known to management by coordinating activities with the Director of EEO.
- C. Comment on proposed changes referred which deal with Office-wide policies and practices which affect the treatment of GAO employees.
- D. In coordination with the Director of EEO make recommendations to the Comptroller General, regarding Office policies, practices and procedures as they affect equal employment opportunity.
- E. Provide substantive and precise recommendations for EEO action plan content, with subsequent opportunity for commentary on final proposals prior to their submission to the Comptroller General for signature.

III. MEMBERSHIP:

The EEO Advisory Council shall be composed of members from the divisions, offices and organizations listed below (subject to change to fit the GAO structure). They shall be elected for 2-year terms with half of the Council elected in alternating years. Other employees may be designated consultants on a temporary basis to provide expertise during periods when the Council is considering specific matters. These members are authorized to meet biweekly and on special occasions when authorized by the Chairperson to conduct Council business. Should this period exceed 16 hours per month, prior permission will be secured from affected division directors through the Director of EEO. This requirement does not apply to the Chairperson. Time should be charged to assignment code 990813.

- A. The divisions, offices, organizations and advisors represented on the Council are:

EEOAC CHARTER — CONTINUED

GAO Divisions and Offices	Representation	
	Representative	Primary Alternate
Community and Economic Development Division (CED)	1	1
Energy and Minerals Division (EMD)	1	1
Federal Personnel and Compensation Division (FPCD)	1	1
Field Operation Division (FOD)	1	1
Financial and General Management Studies Division (FGMS)	1	1
General Government Division (GGD)	1	1
General Services and Controller (GS&C)	1	1
Human Resources Division (HRD)	1	1
International Division (ID)	1	1
Logistics and Communications Division (LCD)	1	1
Office of the General Counsel (OGC)	1	1
Office of Personnel (PERS)	1	1
Procurement and Systems Acquisition Division (PSAD)	1	1
Program Analysis Division (PAD)	1	1

Employee Organizations

GAO Black Caucus
GAO Employees Association
GAO Lodge No. 8, American Federation of Government Employees
GAO Local 1822, National Federation of Federal Employees

Advisors (When requested by Council)

EEO Office Representative	Personnel Representative
Handicapped Employees (HAC)	Women's Advisory Committee (WAC)

IV. RESIGNATION:

- A. A member may resign from the EEOAC by written notice to the Chairperson, or by oral statement to the Council at a regularly scheduled meeting.
- B. Upon receipt or notice of resignation, the Chairperson will advise the appropriate division or office director of the need for a replacement.

V. REMOVAL OF A MEMBER:

The Council reserves the right to remove a member by two-thirds vote if: (1) the member misses three consecutive meetings without valid justification and is asked by the Council to begin attending or resign and the member subsequently misses two consecutive meetings; or (2) the member displays conduct that the Council deems disruptive or demeaning to the spirit of the Council as set forth in this Charter or the Council's Bylaws.

VI. DEFINITIONS:

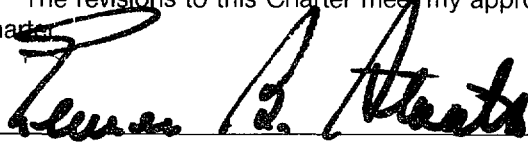
Member

The word member, as used throughout this Charter, includes representatives, alternates, advisors, consultants, persons regularly associated with Council business and any person the Council recognizes as a member.

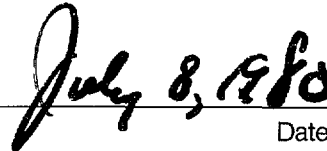
EEOAC CHARTER — CONTINUED

This Charter is a revision of the September 23, 1971, EEOAC Charter. It was developed through the efforts of the EEO Advisory Council (serving March 1979 to May 1980).

The revisions to this Charter meet my approval and this document is now the official EEOAC Charter.



Elmer B. Staats
Comptroller General
of the United States



Date

UNITED STATES GENERAL ACCOUNTING OFFICE**Equal Employment Opportunity Advisory Council (EEOAC)****BYLAWS****I. PURPOSE:**

The purpose of these Bylaws is to set forth specific guidelines for the internal operation of the EEOAC. Nothing in these Bylaws is intended to conflict with the authority set forth in the EEOAC Charter.

II. ELECTIONS TO THE COUNCIL:

- A. Elections of members from the designated division, office or association shall be for one representative and ranked alternates. The person receiving the largest number of votes within each division, office or organization shall become the representative. The person receiving the second largest number of votes shall become the primary alternate. In case of a tie, the division, office or organization head may decide who becomes the official representative and who becomes the primary alternate.
- B. All full-time U.S. General Accounting Office employees are entitled to one vote each in the election of a representative from their respective division, office, or, when applicable, organization.
- C. Employees desiring to have their names placed on the ballot for their division, office or organization must submit their names to the EEO Advisory Council not less than 10 days before the elections. This provision shall not preclude the election of write-in candidates.
- D. The Council will appoint a committee to conduct and oversee elections. The rules for voting for representatives and ballot counting are:
 - 1. *Voting for Representatives.*
 - a. Voters may cast only one vote.
 - b. The vote may only be cast for one of the names under the division, office or organization to which the voter is assigned, unless using the write-in blank provided in that same section.
 - 2. *Ballot Counting*
 - a. Ballot will be printed on a *single* sheet of paper (front and back).
 - b. Ballots will be numbered in sequence with blocks of numbers assigned to each division, office or organization.
 - c. Only numbered ballots will be counted.
 - d. Photocopied ballots are not valid and will not be counted.
 - e. Explicit voting instructions will accompany each ballot.

BYLAWS — CONTINUED

III. ABSENCE AND TRANSITIONS:

In the absence of the representative, the primary alternate shall assume all duties of the representative. In the event of a representative's resignation from the Council, or rotation to another division, office or organization, the primary alternate shall become the representative and remaining alternates will advance their positions respectively.

IV. REMOVAL AND REPLACEMENT:

If a member is removed from the Council, the primary alternate shall become the representative. If there is no alternate, the Council will request the division director, office director or head of the respective organization to designate a new representative.

V. VOTING FOR COUNCIL OFFICERS:

- A. The representative of both the outgoing and incoming Councils will vote for officers at the meeting in which they are scheduled for transition. Each representative is allowed one vote. Primary alternates and advisors may also be allowed to vote with the consent of the Council.
- B. These elections will take place no later than the third regularly scheduled meeting after the new membership has been installed.
- C. Nominations of officers may be made from the floor.
- D. The term of office will be for approximately 1 year.

VI. OFFICERS:

- A. The election of officers will include: (1) the Chairperson; (2) two Vice-Chairpersons (one designated as Executive and the other designated as Secondary by the Chairperson); (3) one Administrative Officer; (4) one Information Officer; (5) one Liaison Coordinator; and (6) two Secretaries; (voted in as the Secretary and the Vice-Secretary by popular vote).
- B. Officers will rank in the order named below, and their duties shall be:

1. *The Chairperson*

The Chairperson is the head of the Council and is not a division representative. This position shall not be affected by rotation of the Chairperson from one division to another. When the Chairperson is elected, that division's primary alternate will become the representative for that year. If, however, the Chairperson changes divisions, the primary alternate becomes the permanent representative for the division and the remaining alternates will advance their positions respectively. The Chairperson schedules and presides over all Council meetings; appoints and removes Chairpersons and members of all committees; acts as ex officio member of all committees except nominating; conducts the annual meeting with the Comptroller General and directs the publication of the EEOAC Annual Report.

2. *The Vice-Chairpersons*

The Vice-Chairpersons act as deputies to the Chairperson and shall perform such duties as designated by the Chairperson. In the event the Chairperson is absent from any meeting, the Executive Vice-Chairperson shall preside. In the event both the

BYLAWS — CONTINUED

Chairperson and the Executive Vice-Chairperson are absent, the Secondary Vice-Chairperson shall preside. In the event of a vacancy in the office of the Chairperson (by resignation or other cause) the Secondary Vice-Chairperson shall preside over the election of a new Chairperson at the next official meeting.

3. *The Administrative Officer*

The Administrative Officer maintains a filing system and records for Council business and assists the Chairperson and other officers as needed.

4. *The Liaison Coordinator*

The Liaison Coordinator keeps in contact with the other advisory groups to assure coordination on issues of mutual interest. The Liaison Coordinator keeps the Chairperson and the Council informed on these matters and suggests ways to coordinate these efforts.

5. *The Information Officer*

The Information Officer initiates and maintains communication channels whereby Council activities are disseminated to GAO employees. These communication channels will include the GAO Watchdog, Management News, EEOAC Annual Report, EEOAC Newsletter and other publications approved by the Council.

6. *The Secretaries*

The Secretary schedules meeting rooms, notifies members, records all proceedings of the Council meetings, assists in maintaining all permanent records and performs such other duties as requested by the Chairperson.

The Vice-Secretary shall assist the Secretary in carrying out the duties of the position. The Vice-Secretary assumes all secretarial duties in the Secretary's absence, or by request of the Secretary or Chairperson.

VII. REMOVAL OF OFFICERS:

- A. Officers may be removed from office by a vote of no confidence.
- B. In the case of the Chairperson, removal proceedings may be introduced by any representative. Proceedings cannot take place with less than half of the Council officers or two-thirds of the Council's active membership requesting this action.
- C. In the case of any other officer being removed from office, the Chairperson may request removal proceedings and a confidence vote by the Council. For any other officer to bring about removal proceedings, half of the officers must be in agreement with this request. Not less than two-thirds vote from the Council's active membership can vote this officer from office.
- D. An officer may be voted from office for neglect of duties, irregular or poor attendance at meetings or actions that conflict with the spirit of the EEOAC Charter or Bylaws.
- E. The removal of an officer from office does not automatically remove the officer from the Council, but does revert the officer to representative position. For an officer to be removed from the Council, the officer must be charged under Removal of a Member in the EEOAC Charter.

BYLAWS — CONTINUED

VIII. MEETINGS:

The Chairperson determines the time and place of meetings. Regular meetings shall generally be held biweekly for 4 hours or less. Special meetings shall be held as needed. The agenda at all meetings shall include reports from committees regarding the issues under study, matters concerning the mission of the Council, and new business from the floor. The procedures at formal meetings shall follow Robert's Rules of Order unless otherwise provided in the Bylaws. Attendance at meetings shall be limited to Council members and scheduled guests.

IX. QUORUM

A quorum for a meeting will consist of the Chairperson and not less than six voting members of the Council.

X. VOTING ON COUNCIL BUSINESS

Voting consists of one vote per representative. The primary alternate may vote in the absence of the respective representative. When specified, all primary alternates and advisors will be entitled to one vote each. In the event of a tie vote, the Chairperson's decision will determine the outcome vote.

XI. PUBLICATIONS:

Significant EEOAC plans and actions will be published in the EEO Council Newsletter and Annual Report which shall be distributed to all GAO employees. Information will also be disseminated in the other GAO-related publications as appropriate.

XII. AMENDMENTS AND WAIVERS:

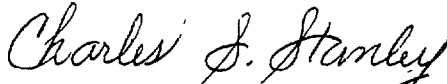
Amendments to the Bylaws or any waiver of provisions shall be passed by no less than two-thirds vote of the active Council membership.

XIII. DEFINITIONS:

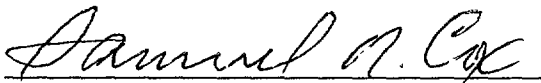
Active Membership

Active membership includes any Council representative attending at least 75 percent of all regular and special scheduled Council meetings.

These Bylaws represent revisions and amendments passed on May 8, 1980.



Charles S. Stanley, Chairperson

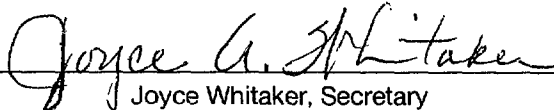


Samuel N. Cox,



Beverly C. Anthony

Vice-Chairpersons



Joyce Whitaker, Secretary

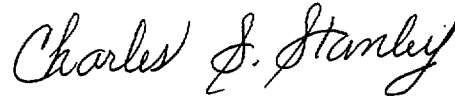
From the Chairman to the Council

The work of a Council member on the EEOAC is a thankless job at best. Seldom are your efforts recognized and even less seldom are you rewarded. The time used to devote to Council business may often conflict with the desires of your supervisors and may cause more negative vibrations than positive. For this reason I take this opportunity to personally thank every member of the EEOAC, both past and present, for your contributions in helping to make GAO a better place to work.

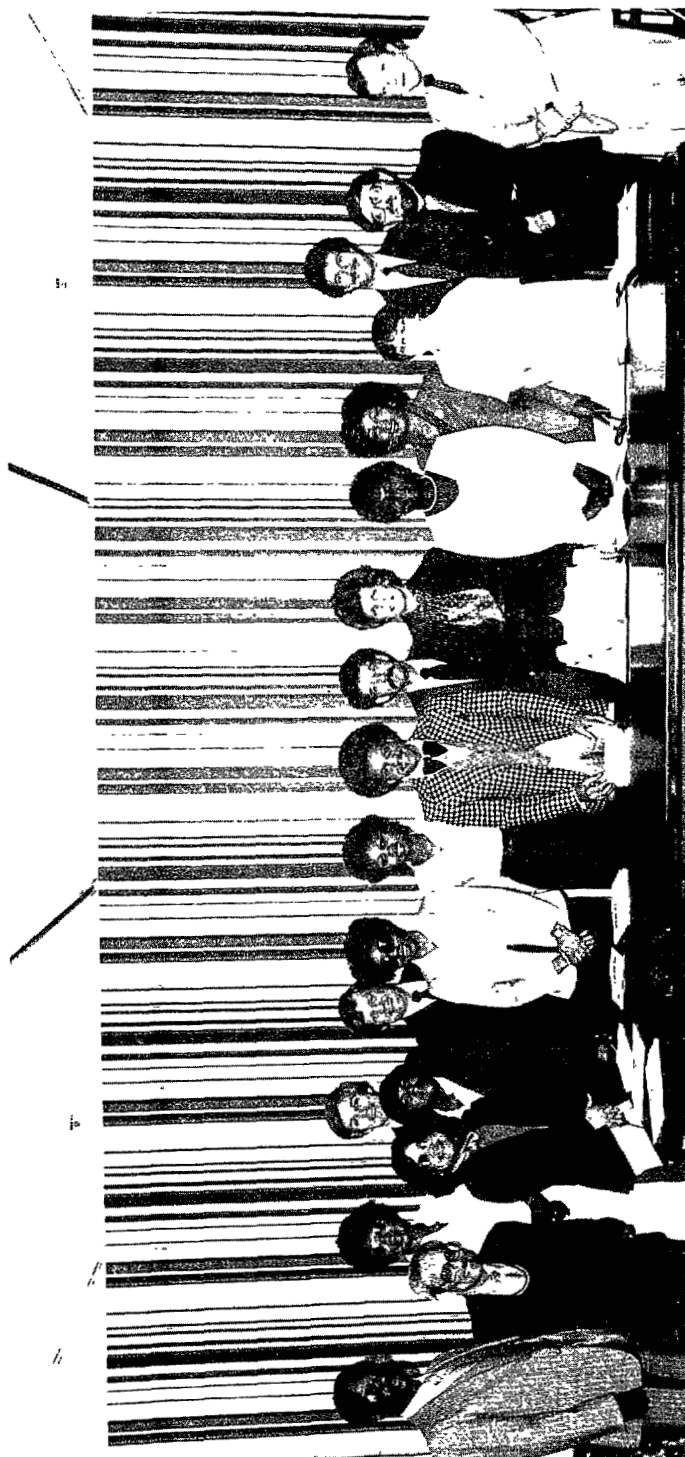
My thanks to the past Council members grows out of my knowledge that they were our forerunners and provided the foundation from which we could work. It also stems from the contact I had by working directly with some of them in my earlier period on the Council.

My thanks to the present members (March 1979-May 1980) grows out of our working relationship during this Council year and your unselfish efforts in getting the job done.

Thank you very much,

A handwritten signature in cursive script that reads "Charles J. Stanley".

Chuck Stanley
Chairperson, EEOAC



Message to Our Readers

We hope you have found this report both informative and interesting. If you have any questions concerning this report, please contact your EEO Advisory Council representative. Should you have any ideas on how hiring, career development, training, promotions, or other personnel policies and practices can better contribute to equal employment opportunity, please let us know. The Council will help you make your views known to top management.

Thank you,

YOUR EEO ADVISORY COUNCIL